UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/846/Part I/14
12 July 1995

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

## PART I. AFRICA

## Section 14 - Mozambique

(submitted by the High Commissioner)

GE.95-02203

## I.14 MOZAMBIQUE

### 1. Beneficiary population

1. At 31 December 1994, Mozambique hosted some 300 mainly African refugees and asylum-seekers. They comprised predominantly young educated males of urban origin between the ages of 17 and 35. The number of women and children was relatively low, with 20 women and 9 children between the ages of one and eleven.

2. According to government figures, at 31 December 1994 Mozambique had received some 1,652,000 returnees since the 1992 General Peace Agreement, some 350,000 of whom benefited from UNHCR-organized transport. Of the total returnee population, 1,251,000 returned to the Northern Region (principally Tete, Niassa and Zambezia), 301,500 to the Central Region (Manica and Sofala) and 99,500 to the Southern Region (Maputo, Gaza and Inhambane). These figures include those refugees who had settled spontaneously in the countries of asylum.

### 2. Developments in 1994 and 1995

#### (a) Refugees and asylum-seekers

3. No major progress was made on increasing the rate of status determination for asylum-seekers by the government-established eligibility committee. All asylum-seekers have now been concentrated in two locations -- Maputo and Tete -- where accommodation centres have been set up for them. After an initial interview by UNHCR, food and other basic necessities are provided to asylum-seekers through the government agency Nucleo de Apoio aos Refugiados, which remains responsible for the welfare of asylum-seekers and refugees in Mozambique. Information on new cases is shared with UNHCR offices in neighbouring countries to prevent rejected cases from resurfacing or assistance being provided to an individual by more than one office concurrently.

#### (b) Returnees

4. Over a million refugees returned to Mozambique during 1994 alone, UNHCR's efforts to stabilize the population in priority major returnee areas through an initial relief programme, which includes improvement of food security and the rehabilitation of basic services, proved to be effective, and no major backflows to asylum countries have taken place over the past one and a half years.

5. Returnee areas were re-prioritized, based on actual populations returned and still expected, and sectoral objectives reinforced, with the help of the technical unit set up in the UNHCR Branch Office. Close cooperation with the Government and developmental actors was established and strengthened, and donors were involved in all major policy discussions on the reintegration strategy underlying the Mozambique programme. A total of 486 quick impact projects (QIPs) to strengthen basic facilities in the road, health, education and water sectors were put into effect during 1994 through implementing partners.

6. Food logistics arrangements were put in place to ensure that, at the peak of the programme in late 1994, more than 1 million returnees received food assistance through UNHCR's implementing partners, and 177,000 agricultural tool kits and 184,700 seed kits were distributed to beneficiaries in returnee areas, within the framework of the Emergency Programme for Seeds and Tools Distribution in Mozambique (PESU).

7. Special assistance was provided to at least 8,000 vulnerable individuals (including disabled, chronically ill, unaccompanied minors, pregnant women and members of single-headed households) returning in organized movements from all the asylum countries. The government counterpart coordinating these activities, Secretaria do Estado da Accao Social (SEAS), has continued the training of community volunteers to facilitate work with this group on arrival in the districts.

8. Discussions were initiated with major development actors in order to ensure continued attention for major returnee areas beyond UNHCR's presence.

## 3. 1996 Country programmes

### (a) Objectives

#### (i) Refugees and asylum-seekers

9. Subject to adoption in 1995 of a clear policy by the Government of Mozambique and UNHCR on durable solutions for the refugee caseload, the objective for this group is to provide care and maintenance to asylum-seekers, pending the decision of the Eligibility Committee regularizing their status, and to establish local settlement opportunities for asylum-seekers in 1996.

10. The Office will continue to work with the Government and local non-governmental organizations (NGOs) in the implementation of appropriate measures that will lead to improved assistance and durable solutions for this group.

#### (ii) Returnees

11. For the remainder of the returnee programme, which ends with the phase-out of UNHCR involvement in the reintegration process by June 1996, the general objectives will remain the following:

- a successful reintegration of returnees and other target populations in priority areas by improving food security, road access, the provision of safe water and sanitation, and the provision of primary health care services and primary education within reasonable walking distance from returnee communities;

- a contribution to the development of local capacity to enable Mozambique to sustain its own basic community services in returnee areas through training and the transfer of appropriate technology and staff;

- the orderly phase-out of UNHCR's repatriation and reintegration activities in Mozambique, leaving behind a basis for continued reconstruction and development;

- the linkage of UNHCR's programme for the rehabilitation of basic services in all geographical areas to the intermediate and longer term developmental programmes, undertaken by other multilateral, bilateral and non-governmental agencies; in particular, the application of the Memoranda of Understanding with UNDP and UNICEF will be further pursued, and initiatives such as the cooperation with the European Commission in Quelimane will be built upon;

- the promotion of participation in reintegration activities of returnees and surrounding communities;

12. Discussions are ongoing with a wide range of developmental actors (Government, and United Nations, multilateral, bilateral and non-governmental agencies) to promote the above-mentioned linkages, which will ensure continued attention for returnee areas beyond UNHCR's presence in returnee areas in Mozambique. Donors will be closely associated with the linkage process.

13. Repatriation movements will come to an end by mid-June 1995, allowing UNHCR to fully concentrate attention and resources on reintegration activities for the remainder of the programme.

(b) **Proposed budgets for 1996**

(i) **Refugees and asylum-seekers**

14. UNHCR will continue to work towards enhancing the effectiveness of the eligibility mechanism in Mozambique, as well as providing material assistance to refugees and asylum-seekers, most of whom reside in Maputo. In this respect, a $ 202,800 care and maintenance project, which has a local integration component that enables the Branch Office to assist the Government in promoting durable solutions through education and income-generating activities is proposed.

(ii) **Returnees**

15. With the UNHCR reintegration programme to be closed not later than June 1996, no new projects will be established for that year. However, the termination date of 1995 projects may be extended into 1996, if and where necessary, to allow their implementation to be finalized by implementing partners.

16. It is expected that some 1,000 QIPs may be put into effect in the health, road, water, education and agricultural sectors under this programme.

(c) **Implementing partners**

(i) **Refugees and asylum-seekers**

17. The government agency responsible for refugees and returnees, Nucleo de Apoio aos Refugiados (NAR), already responsible for the secretariat of the eligibility commission, will manage the implementation of assistance activities aimed at local settlement of recognized refugees. Within this context, UNHCR will strengthen NAR's skills and capacity in social services, at both the central and field levels.

(ii) **Returnees**

18. Currently, UNHCR's main governmental implementing partner in the returnee programme is NAR. This agency is responsible for the registration and verification of returnees, inland transportation over short distances, and liaison with other line ministries at the provincial and national levels. In this context, NAR was a signatory to all the tripartite implementing instruments during 1994.

19. The reintegration programme in Mozambique has been implemented through technical government departments, NGOs and private contractors. In order to remain true to the principle of capacity-building, which is stated as one of the main objectives for the reintegration strategy, government implementation, with maximum community participation, is the preferred option.

20. Where projects are carried out by (particularly foreign) NGOs, a mandatory training component has to be included to ensure an added value in the form of capacity-building and transfer of technology.

21. UNHCR may embark on a number of joint ventures with other (developmental) actors, providing temporary liaison and logistical or technical back-up when an agency is not yet physically present in a returnee area. Cooperation of this type will facilitate the phase-out of UNHCR in the provinces.

22. An audit firm has been identified to audit all UNHCR-funded projects in Mozambique. This is a more cost-effective option than budgeting this programme requirement under individual sub-projects.

(d) **Programme Delivery and Administrative Support Costs**

23. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) **1994 expenditure (all sources of funds)**

24. Expenditure in 1994 was considerably lower than budgeted, mainly under the objects of expenditure related to salaries, common staff costs and acquisition of non-expendable property. Given the accelerated repatriation movements from the countries of asylum and in line with the strategy for a gradual scaling down, an exercise was undertaken in the second half of the year which resulted in

readjustment of the creation date of the posts with the actual date of their incumbency. A net saving was achieved of 43 man-months of international posts and 56 man-months of local posts. A further review of the assets available under the operational projects, as well as those acquired under previous budgets, resulted in a reduction of the equipment that had to be purchased in 1994.

(ii) **Revised 1995 requirements (all sources of funds)**

25. In 1995, the planned downscaling continues, with a respective decrease against the 1995 initial allocation.

(iii) **Initial 1996 requirements (all sources of funds)**

26. The initial 1996 budget is significantly lower than the revised 1995 budget, taking into account the planned phase-out of the reintegration programme for the returnees. All operational activities will be concluded by June 1996, with the concurrent discontinuation of the associated posts at the sub/field office locations. Only a few posts will be retained at the Branch Office, beyond June 1996, to perform core protection and programme functions. The respective decrease is effected across the various objects of expenditure to reflect the lower staffing level.

# UNHCR EXPENDITURE IN MOZAMBIQUE

(in thousands of United States dollars)

| 1994 | 1995 | | 1996 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1994 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 305.0 | 250.0 | 253.1 | CARE AND MAINTENANCE | 202.8 |
| 5,020.9 a/ | – | – | VOLUNTARY REPATRIATION | – |
| 0.7 b/ | – | – | LOCAL SETTLEMENT | – |
| 5,326.6 | 250.0 | 253.1 | SUB-TOTAL OPERATIONS | 202.8 |
| 5,326.6 | 250.0 | 253.1 | TOTAL (1) | 202.8 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 30,000.0 | 32,827.4 | 35,260.0 | MOZAMBIQUE REPATRIATION | – |
| 7,464.3 | 8,594.9 | 6,534.1 | PROGRAMME DELIVERY<br>See Overview Tables (Part II) | 2,322.2 |
| 1,042.6 | 977.5 | 959.3 | ADMINISTRATIVE SUPPORT<br>See Overview Tables (Part II) | 592.2 |
| 608.8 | – | – | OTHER TRUST FUNDS | – |
| 268.8 | 165.0 | 380.2 | ADMINISTRATIVE SUPPORT<br>Junior Professional Officer<br>See Overview Tables (Part II) | 380.2 |
| 39,384.5 | 42,564.8 | 43,133.6 | TOTAL (2) | 3,294.6 |
| 44,711.1 | 42,814.8 | 43,386.7 | GRAND TOTAL (1+2) | 3,497.4 |

a/ of which US$ 20,875 incurred against Other Programmes and
US$ 5,000,000 incurred against the General Allocation for Voluntary Repatriation

b/ obligation incurred against Other Programmes